CONSEIL FÉDÉRAL DU QUÉBEC
QUEBEC FEDERAL COUNCIL

SUSTAINABLE COMMUNITY DEVELOPMENT: ENSURING A BETTER QUALITY OF LIFE FOR CANADIANS

Vision Paper
for an Interdepartmental Framework for Action
for Sustainable Community Development

Interdepartmental Round Table
on Sustainable Community Development
of the Federal Interdepartmental, Group for Sustainable Development

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SUMMARY

During its September 2000 retreat, the Quebec Federal Council (QFC) made sustainable community development one of its priorities for the next three years. This led to the formation of an Interdepartmental Ad Hoc Working Group which has been mandated to look into the issue. The group was made up of departmental representatives interested in the matter and in the broader issue of sustainable development itself.

By drawing attention to sustainable community development, departments are hoping to adopt a better way of doing things and to involve citizens in decision-making concerning sustainable development matters, which will impact the quality of life in communities in the much longer term.

Accordingly, the Ad Hoc Working Group is submitted a three-part proposal consisting of the following: an analysis of the concept of sustainable community development in order for a common vision to be adopted; an overview of measures taken by the federal government to date that could contribute to sustainable community development; and suggestions concerning the measures to be taken for developing a regional framework for action. The proposal focuses on sustainable community development and provides for one or more pilot projects, which will subsequently be incorporated into the Quebec Federal Council's Sustainable Development Approach.

Note on the release of this vision paper (April 2005)

- The Ad Hoc Working Group that prepared this vision paper in 2002 has since become the Interdepartmental Round Table on Sustainable Community Development, a sectoral table of the Federal Interdepartmental Group on Sustainable Development (FIGSD).

- As this vision paper was drafted in 2002, there may be a few inaccuracies with respect to current government structure, existing programs and strategies, and the organizations mentioned. However, these possible inaccuracies do not affect the main elements covered in the vision paper.

- Since the drafting of the proposals in 2002 (see conclusion on pages 18-19, paragraphs 3-6), an analysis tool for SCD projects and a user guide were produced and tested by a number of federal departments and agencies in Quebec. The dissemination of the Framework for Action, tool and guide is part of the action plan of the Interdepartmental Round Table on Sustainable Community Development, for which raising awareness of sustainable community development in federal departments and agencies is a priority.

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Haut-Saint-Laurent ZIP Committee
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INTRODUCTION

The purpose of this vision paper is to present the thoughts of the Ad Hoc Working Group on Sustainable Community Development of the Quebec Federal Council's Policy Committee and propose a federal framework for action in this matter.

Background and mandate

Since 1999, various stakeholders have taken an interest in sustainable development. At a national level, an interdepartmental working group was established to develop a national policy framework for the sustainability of communities, an issue that had been identified as a horizontal sustainable development theme during the review of departmental sustainable development strategies. The group works closely with the Interdepartmental Network on Sustainable Development Strategies (INSDS).

The Federal Interdepartmental Group on Sustainable Development (FIGSD) of the Quebec Federal Council (QFC) has already made a series of recommendations, many of which were related to sustainable community development (SCD). In the spring of 2000, the Policy Committee established an Ad Hoc Group, which was made up of representatives of departments interested in sustainable development they were mandated to study.

During its retreat in September 2000, the QFC made sustainable community development one of its priorities for the next three years. It is in this context that the Policy Committee was officially mandated to look into the issue. It was to study and examine sustainable community development within the context of horizontal practices and its impact on national policy. The mandate of the Policy Committee's Ad Hoc Working Group was to:

- Help develop a national policy framework for sustainable community development.
- Define a federal framework for action for sustainable community development in Quebec.
- Conduct tests through the implementation of one or more pilot projects.
- Report on pilot projects.

These initiatives were in line with the October 1999 Speech from the Throne, which made reference to stronger communities in a vibrant economy and healthy environment, a message that was reiterated in the January 2001 Speech from the Throne: "A healthy environment is an essential part of a sustainable economy and our quality of life."

FEDERAL FRAMEWORK FOR ACTION

In order to maximize SCD results, it is essential that departments work together and involve communities in decision-making related to initiatives from which communities could benefit and, ultimately, in policy development. To do so, a federal framework for action needs to be developed with departments to ensure the harmonization of the various sustainable development initiatives they implement.

Vision for sustainable community development

The federal government cannot take on sustainable community development alone, as communities need to take charge of their own development. The SCD vision that will be adopted will not only provide for their involvement, but also make them key players. SCD can be defined as follows:

A community that is actively involved in shaping the present and the future with a view to improve the quality of life of current and future generations by adopting a common, integrated vision of sustainable development that includes cultural, economical, environmental and social aspects.

Considering the role of the communities, it is important to define them, despite the fact that any attempt to define the term "community" gives rise to debate, as a result of the vision of each department or program. The following definition of "community" will be used within the context of SCD:

A group of citizens within a geographic area (e.g. city, municipality, county, sector, locality, Aboriginal community), including communities of interest within the area's boundaries (e.g. English-speaking community on the Lower North Shore, Aboriginals in urban areas), who have a sense of belonging to the group and share the same vision.

Key conditions for sustainable community development

Communities working on becoming sustainable are not homogeneous. They have different areas of interest and cover different territories. The analysis of the various sustainable development programs and projects reflects this diversity. Appendix 1 summarizes the missions of stakeholders working towards achieving sustainable development (SD) in communities and the lessons learned from their experiences.

These discussions helped identify **key conditions** for successful sustainable community development. Communities need to:

- Want self-determination.
- Adopt a vision that is shared by all of its members.
- Have leadership and consensus-building mechanisms.
- Have a permanent coordination mechanism (e.g. secretariat), whose funding is steady and non-partisan.
- Be able to take stock.
- Be able to make decisions incorporating all aspects of sustainable development (i.e. cultural, economical, environmental and social).

Importance of sustainable community development

One of the issues concerning the federal, provincial, territorial and municipal governments is the ability to meet the growing demands from citizens regarding the adoption of practices addressing sustainable development and quality of life. For instance, the debate over water ownership and commercialization should include discussions with citizens and communities and take all aspects of sustainable development (i.e. environmental, economical, social and cultural) into account. Sustainable community development allows for the adoption of this global approach.

An analysis of the context[1] reveals a number of basic trends that focus on more direct initiatives by the various levels of government and cooperation with citizens and communities:

- Citizens are better informed.
- The Internet and new technologies are increasingly widespread.
- On-line government-citizen interaction is increasingly common and desirable.
- Local measures and involvement are essential for addressing global issues.
- Society and the economy are polarized, affecting social cohesion.
- Canadians and the different levels of government want to improve service delivery based on the need for citizens to improve their quality of life.
- Service delivery should be more in line with the citizens' needs.
- The voluntary sector is increasingly important.
- The involvement of civil society.

SCD allows for citizens' needs to be met and for government priorities that were set out in the latest Speech from the Throne to be achieved.

Issues related to an interdepartmental approach to sustainable community development

The National Interdepartmental Working Group on Sustainable Community Development identified the SCD challenges to be met and proposed solutions. This information was adapted to reflect the Quebec's Region situation. While not exhaustive, the table below sets out the main challenges to be met and the solutions proposed.

[1]Source: 2001 Trend Analysis, Policy Committee, Quebec Federal Council

CHALLENGES	SOLUTIONS
Political constraints - federal/provincial relations	• Working in partnership • Focusing efforts on community interests and priorities • Relying on previously acquired experience (e.g. ZIP, Saguenay-St. Lawrence Marine Park) • Maintaining communication with the provincial government
Increase in the number of new mandates versus limited available resources	• Being realistic and transparent with respect to the capacity of all partners from the outset • Taking into account the various ways of contributing to an initiative • Selecting the approach carefully • Carrying out strategic result planning • Using the new approach to carry out new mandates
Unrealistic expectations with respect to the partnership	• Being realistic and transparent with respect to the capacity of all partners from the outset • Setting clear limits and priorities • Carrying out strategic result planning • Discussing all sustainable development components with communities • Delegating the appropriate authority to employees working directly with communities
Perception of paternalism	• Identifying issues and solutions with communities • Acknowledging that we do not always know what is best for a given community • Adopting closer approaches and work activities that are adapted for all partners
Potential loss of recognition for the department in exchange for greater visibility for the federal government	• Working closer with communities to help increase their recognition and respect
Community apathy	• Choosing communities properly based on key factors • Focusing on issues important to communities (i.e. listening to them) • Including communities from the outset • Providing enough information in order to make sound decisions • Making continuous efforts
Dilution of departmental mandates within the framework of an integrated approach	• Preparing a precise definition of roles and responsibilities, issues and geographic boundaries from the outset • Setting clear, measurable long-term objectives • Continuing to execute National mandates

Our analysis leads us to conclude that sustainable community development will be difficult to achieve without the cooperation of communities. Although government institutions can provide assistance or serve as facilitators or catalysts, depending on the community's needs, they themselves cannot take the place of communities. Furthermore, government institutions need to work together more and better coordinate their activities to facilitate communities' integration effort and tailor government programs to better meet needs.

Governance models

Sustainable development can be achieved only if decision-making corresponds to a commitment to improve the current quality of life, taking into account the economical, social, environmental and cultural needs of future generations. This decision-making approach needs to be adopted by both, governments and communities. Three governance models that could be suitable for meeting these objectives were evaluated. They are presented in the following pages along with a summary of their advantages and disadvantages, taking into account implementation speed and complexity, the quality of ties between the federal government and communities, funding required and execution difficulties.

Coordinated approach model

Departments have their respective programs and make them available to communities via single-window services. Communities make their selections according to their sustainable development or quality of life objectives and serve as integrators.

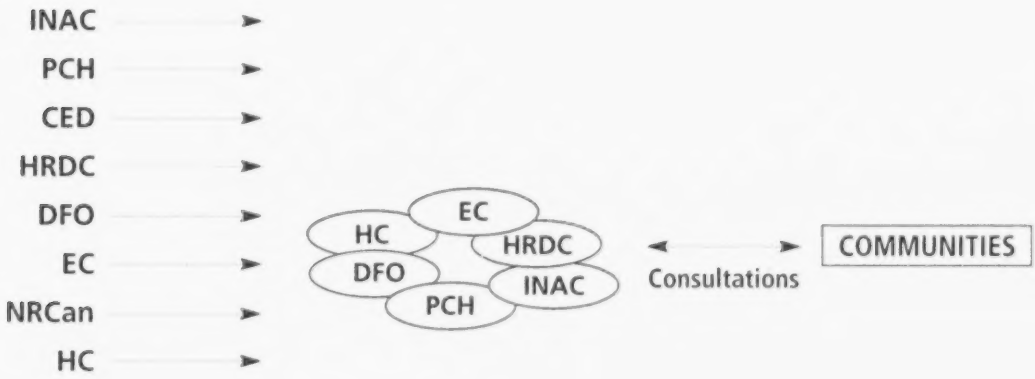
Examples: Service Canada, various "Government On-Line" portraits

Advantages	Disadvantages
• Is partly compatible with the Government On-Line objective • Is one of the simplest interdepartmental (and intergovernmental) grouping • Requires few resources and little time and departmental interaction • Can be used rather quickly	• Perpetuates a paternalistic approach • Maintains the same level of bureaucratic red tape for communities (presumes the sound use of the window/portal, depending on the targeted stakeholders) • Generates few concrete results for certain political objectives, i.e. interaction between government and communities • Is not suited to community needs

Integrated program model

The government launches a coordinated federal program based on the targeted needs of a community, meeting federal policy objectives.

Examples: Canadian Rural Partnership, Connecting Canadians



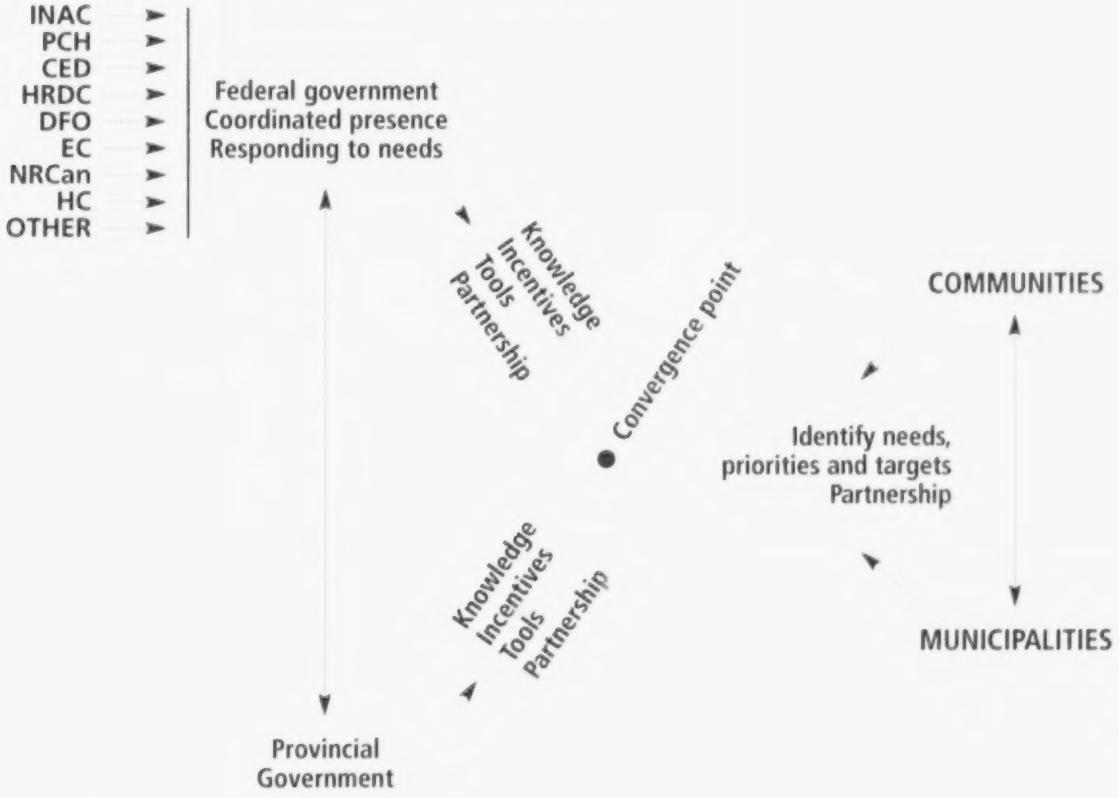
GOVERNMENT
Coordinated initiative targeted while
Individual program delivery continues

Advantages	Disadvantages
• Suggests interaction between governments and communities • Promotes the federal government in communities better • Better meets community needs that are targeted during consultations better • Reduces bureaucratic red tape for communities compared with the previous model	• Takes more time to deliver than the previous model • Requires greater involvement of federal institutions • Requires better coordination than the previous model • Requires funding for a specific program and the establishment of a program administration team • Rules are predetermined

Integrated interaction and capacity building (empowerment) model

Institutionalizing the horizontal approach with SD and quality of life objectives. Mechanisms for interacting with citizens and communities.

Examples: St. Lawrence Action Plan (e.g. ZIPs), interdepartmental experience related to the Nova Scotia Sustainable Communities Initiative



Advantages	Disadvantages
• Forges direct links with communities • Provides better opportunities for meeting community needs • Sparks interaction with communities, directly fuelling policy-making and policy-development processes • Favours a long-term sustainable development approach • Enables governments to work on SCD with communities and municipalities • Optimizes government action	• Requires much more time because links need to be forged between communities and government • May not be able to meet community's needs if programs and the resolve to modify them do not correspond to the needs • Involves a risk, as it is impossible to know whether long-term political and financial commitments will stand the test of time • May be too demanding for departments and organizations if they are not given support • Requires financial resources for the cooperative structure and for community capacity building

This model should be used by departments. It allows communities to be at the heart of activities, as set out in the vision. Communities can have an impact not only on the choice of federal measures to improve their quality of life, but also on policy and program development. However, most communities are not ready to take on this new leadership/action-driven role. Furthermore, communities and government need to establish winning conditions. Ties with departments still need to be forged and communities need to acquire better knowledge of the machinery of the federal government.

Consequently, the *integrated program* governance model will serve as a stepping stone to the integrated interaction and capacity building model. It will help promote departmental programs and develop relationships with communities.

Performance indicators for sustainable community development

Two types of indicators were the subjects of an analysis conducted for SCD.

The first type of indicator involves the **assessment of sustainable community development**. Communities will now have many tools at their disposal for evaluating the sustainability of their development. Numerous government and non-governmental organizations have developed or are developing self-assessment indicators for communities. Partners of the Sustainable Community Indicators Program (SCIP) have made their own programs and indicator data series available to the general public (**http://www.ec.gc.ca/soer-ree/English/scip/index.cfm**). The Federation of Canadian Municipalities joined this partnership to support the development, documentation, use and dissemination of indicators that are part of its **Quality of Life Reporting System** and to contribute to growing efforts to develop indicators. However, communities working toward sustainable development should know about and have access to the indicators and should have the means to evaluate them.

Communities do not always have the resources needed for gathering data, managing information and analysing results. Although the tools are useful, considerable work still needs to be done now that the indicators have been developed. Communities often fail to assess themselves thoroughly due to a lack of means or they only use those indicators for which the data is easy to obtain, manage and analyse, but is less pertinent.

The other type of indicator will be used to **evaluate the performance of the approach chosen for the pilot projects.**

Many organizations, both at the provincial and international levels, are working on developing indicators to provide an overview of the situation of sustainable development in communities. These indicators facilitate decision-making and assess the impact of decisions or the performance of projects with respect to sustainable development, notably for communities. The following Quebec organizations are in the process of developing indicators: Vivre en ville, the Région laboratoire du développement durable Saguenay-Lac Saint-Jean, and the regional environmental councils (Conseils régionaux de l'environnement) of the Quebec City area, Montérégie and Eastern Townships.

Appendix 2 sets out indicators that could be used for projects promoting sustainable community development. However, it is not a question of use. Deeper analysis is required to identify indicators to appropriately evaluate projects based on the objectives sought.

GOVERNMENT ACHIEVEMENTS IN SUSTAINABLE COMMUNITY DEVELOPMENT

In February 2001, federal departments tabled their second three-year sustainable development strategy that included SCD commitments. A national policy framework is being reviewed.

Federal government priorities

In the latest Speech from the Throne, the Prime Minister stated that the main objective of his government "will continue to be to build a stronger, ever more inclusive Canada and **secure a higher quality of life for all Canadians.**" This objective cannot be achieved without a clean, healthy environment and the preservation of natural areas: "A healthy environment is an essential part of a sustainable economy and our quality of life." Sustainable community development is a way that this objective can be achieved and gets communities involved.

The table below sets out certain elements from the Speech from the Throne regarding SCD and an analysis of the federal initiatives implemented in Quebec accordingly.

Speech from the Throne

URBAN COMMUNITIES	RURAL COMMUNITIES	CULTURAL COMMUNITIES
• Strengthening our cities (discussions with the partners concerned, public transit, housing) • Protecting our communities	• Local solutions for rural problems (waterworks and sewage systems, financial success, environmental protection) • Protecting our communities	• Protecting our communities

Analysis of Quebec Initiatives

URBAN COMMUNITIES	RURAL COMMUNITIES	CULTURAL COMMUNITIES
• Few multisectoral initiatives are currently under way with the Federal urban strategy • Presence of favoured partners (ZIP committees, CEDCs) • Little direct involvement by the federal government • Strong and numerous provincial structures and funds • Interventionist approach by the provincial government • Federal government approach based on community capacity building	• Many multisectoral initiatives under way • Canadian Rural Partnership • Presence of regional rural committees (Lower St. Lawrence, Montérégie, Abitibi-Témiscamingue, Eastern Townships) • Regions in crisis (Gaspé) or without representation (North Shore) • Presence of favoured partners (Model Forests, ZIP committees, CFDCs) • Many departments are not represented in rural areas	• Government resolve (Aboriginal peoples) • QFC committee on Aboriginal matters • Initiative under way: Model Forest of Waswanipi

Some elements in the Speech from the Throne are related to sustainable development that targets all communities, while others are specific to a type of community. Analysis of federal initiatives in Quebec reveals trends with respect to the three types of communities and identifies areas where action can be taken.

National sustainable development strategy

As part of the harmonization of the sustainable development strategies of federal departments and agencies, an interdepartmental working group on sustainable communities is in the process of developing a policy framework for community sustainability. A consultant, New Economy Development Group Inc., produced a report in March 2001 proposing the following vision and principles:

Vision

Through its policies and programs, the federal government will improve quality of life, create development opportunities and eliminate factors hindering sustainability. Its contribution will be made according to the priorities established by communities, with policy harmonization and program integration. It will promote community capacity building and take government and community priorities into account.

Governing principles

Equity and a sense of belonging. The decisions made today will have to take into account the impact of social, economical and environmental trends on current and future generations, and all possible measures will be taken to ensure that the decision-making process is transparent and exhaustive.

Strategic partnerships and collective property. Partnerships based on cooperation will be established. Expectations and roles will be clearly defined. The establishment of alliances and relationships focused on the sustainable development needs of communities will be given special attention.

Long-term planning and the incorporation of directions. The long-term vision of the federal strategy for sustainable community development will serve as a benchmark for developing and implementing short- and medium-term initiatives. It will be combined with an integrated approach to social, economical and environmental issues.

Communication, information and continuous learning. Departments involved in the initiatives agree to share pertinent information on programs and matters that are related to the sustainable development of urban centres in a timely manner, and disseminate information intended to meet community needs. Opportunities for continuous learning will be offered and participation in activities related to sustainable community development will be encouraged.

Local, traditional, scientific and technological knowledge. Initiatives will be developed based on all forms of knowledge in a timely manner.

Community's perspectives. The federal government's vision will be based on dialogue with and support for communities and reflect community needs. It is essential to take into account the sustainable development needs of communities.

Federal department and agency commitments to sustainable community development

Community sustainability was one of the eight cross-sectoral themes identified in the sustainable development strategies (SDSs) of federal departments and agencies that were tabled in December 2000. Here is a summary:

- Many departments associate SCD with capacity building (INAC, HRDC, EC, PC, NRCan, HC).
- It is more a question of examination, research, dialogue, promotion and information sharing than empowerment measures.
- Many departments make a link with the social aspect of sustainable development (INAC, EC, NRCan, HC, SGC).
- A certain number of departments are committed to work with the Working Group on SCD at National Headquarters, with reference to the Nova Scotia Sustainable Community Initiative (HRDC, EC, JC, DFO).
- Generally, information on initiatives is either very vague or very detailed.
- Environment Canada is seeking the integration of social, economical and environmental considerations in ecosystem programs and initiatives (of its department).
- Indian and Northern Affairs Canada is seeking comprehensive community planning, that is, SDSs focused on communities, offering tools to communities in order for them do the same.

Lastly, an objective that seems to be shared by a number of departments is to prepare and disseminate information to build communities' sustainable development capacities (INAC, HRDC, EC, JC, NRCan, HC).

Appendix 3 sets out a summary of the commitments made by federal departments and agencies in their new three-year 2001-2004 sustainable development strategy. Appendix 4 lists the sustainable community development initiatives that have been implemented elsewhere in Canada.

Overview of government programs

Numerous initiatives for SCD were implemented both in Quebec and elsewhere in the country. Appendix 5 features a non-exhaustive list. Appendix 6 sets out a more exhaustive list of initiatives under way in Quebec.

A Few Examples of Federal Community Programs

	ECONOMICAL	SOCIAL	ENVIRONMENTAL
RED	Local Economical Development		
HRDC	Human Resources Programs		
EC/DFO			Ecosystem Initiatives
HC/EC		Community Animation Program	
INDUSTRY	Smart Communities		
DFO	Small Craft Harbours		
NRCan	GeoConnections		
INAC	Lands, Revenue and Trusts Program		
JUSTICE	Community Mobilization Program		
RURAL SECRETARIAT	Canadian Rural Partnership		

Generally, government programs developed to improve various social, cultural, economical and environmental components address all aspects of sustainable development and all factors related to quality of life. However, no current or past initiative has included or incorporated all sustainability aspects, and few initiatives stem from the direct resolve of communities.

By taking stock of the provincial government's initiatives, it becomes clear that no initiative incorporates all aspects of SCD. Quebec government structures are very well established across the province, especially in outlying areas. The provincial government is interventionist, injecting a lot of money in the regions, especially since the April 2001 Budget, when regional development was made a priority.

However, children are not targeted directly and there are few, if any, interventionist measures targeting Aboriginal peoples. Appendix 7 gives an overview of the structures and programs implemented by the provincial government to promote SCD. Since the recent municipal mergers in Quebec, elected officials have been given a greater role in the decision-making process concerning sustainable development.

SUGGESTIONS REGARDING THE MEASURES TO BE TAKEN AS PART OF A REGIONAL FRAMEWORK FOR ACTION FOR SUSTAINABLE COMMUNITY DEVELOPMENT IN QUEBEC

In the preceding pages, sustainable community development was defined, a vision for sustainable community development was presented, and projects that have been carried out or that are under way and commitments made by departments were reviewed. This section presents the factors that need to be considered to identify potential horizontal initiatives.

Possible federal government initiatives

Sustainable community development requires the cooperation of communities. The federal government could serve as a catalyst or facilitator or play a supporting role, depending on community needs. It will need to coordinate departmental initiatives by favouring joint action among departments.

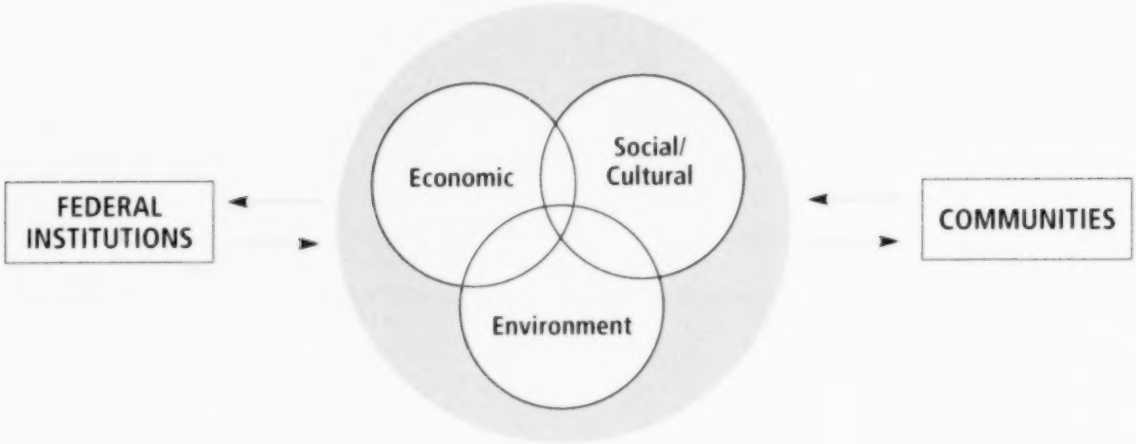
In order to build communities' sustainable development capacity and develop their policy-development abilities, federal government initiatives could apply to various levels and include:

- Leadership programs for both communities and the government
- Permanent coordination mechanisms with stable, non-partisan funding
- Evaluation of communities' development sustainability using the appropriate indicators
- Recognition of the need to build communities' decision-making capacity, incorporating all aspects of SCD (i.e. environmental, economical, social and cultural)
- Implementation of pilot projects

It goes without saying that departments should have a common SCD vision and a resolve to take concerted action before intervening with communities in order for them to play a leading role in their communities' sustainable development. It is from this perspective that the "sustainable community development lens" was developed to analyse situations by incorporating all aspects of SCD. Furthermore, federal institutions should seek to increase initiatives reflecting SCD components.

Therefore, if this assessment was incorporated into a governance model, the link between the government and communities could be represented as follows:

Governance Model Incorporating the SCD Lens



The SCD lens needs to be finalized so that it can serve as a decision-making tool. Sustainable development will truly have been achieved when this approach becomes an integral part of all decisions.

Within the framework of a joint initiative, examples of questions that could be incorporated into the SCD "lens" are as follows:

- Is the project/program in line with SCD?
- Does the project/program stem from a community? Did it result from a consensus?
- Were the economical, environmental, social and cultural impacts of the project/program assessed? Is each sector represented?
- Does the project/program correspond to the federal government's SD directions?

The type of initiative sought in communities may differ, depending on the type of organization and its structure. Consequently, the following aspects could be evaluated to determine the type of actions required to promote SCD:

- Is the community seeking self-determination?
- Does the community have coordination, consensus-building or leadership mechanisms?
- Has the community established indicators?
- Has the community established assessment mechanisms?
- Is the community able to make decisions incorporating all aspects of sustainable community development (i.e. economical, environmental, social and cultural)?

A question-based assessment will be used by government and community decision-makers, notably the Community Futures Development Corporations (CFDCs). A pilot project with the CFDCs could be developed with Canada Economic Development, which already has a memorandum of understanding with CFDCs.

Bearing in mind the key conditions (see page 3) required for SCD and the intended governance model (integrated interaction and capacity building model), the Working Group tried to target government initiatives to help communities promote their sustainable development. The following basic principles are proposed for the implementation of regional initiatives:

- Resolve of government and regional decision-makers
- Common vision (within government and with local stakeholders)
- Neutral, impartial leadership (federal government)
- Have SCD (requiring more than information) undertaken by:
  - communities
  - government decision-makers
  - service providers (government and others)
- Bottom-up planning (i.e. by communities)
- Tailor the formula to communities
- Chose area of intervention chosen based on communities' resolve to take charge
- Need to give ourselves the means to do what we want to do (we cannot work on sustainable development with communities without visiting communities)
- Allocate and manage resources based on the set objectives

SCD requires time, effort and resources (e.g. financial, human and logistical). In order to take effective action, resources will need to be invested: although initiatives can be done on a small scale, they cannot be half measures.

Suggestions regarding the measures to be taken

Measures need to be taken at two levels: within the federal government and with communities. Firstly, it is essential that awareness-raising initiatives continue to target a wider audience within government and in communities. Here are some suggestions for the measures to be taken in this regard:

- Develop and disseminate the regional framework for action
- Use the QFC-FIGSD's SD intranet site to better coordinate our initiatives, pool our expertise and raise awareness of federal employees
- Raise awareness of SCD at the QFC's managers' symposium
- Organize an annual SCD conference
- Incorporate all aspects of SCD into measures taken by the FIGSD
- Include SD assessment of policies and initiatives in the FIGSD's mandate
- Use regional QFC round tables to ensure better coordination, harmonization and integration of federal actions (9 out of 16 potential regions)
- Resort to the services of one or more regional federal brokers

Work undertaken with communities could include:

- Using the QFC-FIGSD's SD Web site or creating a GoL community portal to better inform communities and better coordinate our activities with communities
- Using a Communication Canada SCD publication
- Facilitating joint action through specialized, neutral leadership
- Improving existing initiatives (CAP, Model Forests, SLV2000, ZIP committees, RTQ) to include any missing sustainable development components
- Bringing together initiatives and partners favoured by the federal government to work together so as to complement each other in order to ensure that all aspects of SD are included
- Developing pilot projects
- Working with the provincial government within existing frameworks

There are therefore many ways to continue the work begun by the Ad Hoc Working Group. As for the pilot project, the Working Group looked at a few possibilities and prepared an analysis grid (Appendix 8) for selecting projects. Some examples of pilot projects that could be developed with the concerned departments and communities are:

- The Aboriginal communities are a cultural community with which a pilot project could be implemented, especially since the community has established an institute for sustainable development.
- The Canadian Rural Partnership (CRP) team operates in many Quebec regions and works closely with local organizations. The pertinence of a pilot project in a rural community could be assessed with the CRP.
- The North Shore, Gaspé and Magdalen Islands are areas where needs are great and where federal initiatives could be strengthened. Therefore there is an opportunity to try out new approaches. However, this could entail additional implementation and travel costs.
- Considering the interest in managing large cities and the upcoming municipal mergers, some Montreal neighbourhoods would be suitable for a pilot project (e.g. Éco-quartiers).

These examples warrant further study, based on the feasibility and scope of the planned pilot projects. It is obvious that time and money will need to be invested in order to draw the greatest benefits from them. Among the lessons learned through other initiatives, renewable funding seems to be a key factor for success, especially since initiatives related to sustainable development are essentially long term. In order to properly assess the results of initiatives/pilot projects, short- and medium-term indicators need to be selected, as does the methodology for gathering and analysing data.

CONCLUSION

Sustainable community development is a concept with which departments and communities need to familiarize themselves. The level of participation from departments and communities and the availability of their resources vary. Consequently, we can assume that there are various possible approaches to sustainable community development.

It would nevertheless be important for departments to adopt a common vision on sustainable community development. Therefore we propose the following:

A group of citizens belonging to a specific geographic area who is actively involved in shaping the present and future with a view to improve the quality of life of current and future generations by adopting a common, integrated vision of sustainable development that includes cultural, economical, environmental and social aspects.

Achieving this vision entails communities taking charge of their own development. We believe that it is essential that the Quebec Federal Council (QFC) coordinates its efforts so that departments contribute to sustainable community development and promote SCD in communities. To do this, we propose that the concept of sustainable community development be promoted among employees and communities through various awareness-raising activities, notably conferences, discussions and exchanges with regional round tables and communities, and through the participation of the FIGSD.

These awareness-raising activities would enable departments to honour one of the commitments made under their sustainable development strategy, namely to improve the dissemination of information to build communities' sustainable development capacity. By working together, departments will benefit from a synergy that will facilitate the implementation of their integrated plan into the national sustainable development strategy. Furthermore, initiatives will be better coordinated, which will increase the federal government's credibility among communities and citizens.

The QFC could then establish criteria for evaluating projects in terms of sustainable community development. For instance, the FIGSD and the Canadian Rural Partnership could take the criteria into account when evaluating projects within the framework of their programs or in communities, such as Community Futures Development Corporations and the First Nations Sustainable Development Institute.

A pilot project concerning initiatives in one of the previously identified communities (urban, rural or cultural) could be implemented by a number of departments. To do this, departments would need to join forces with communities that have the same sustainable development objectives and ensure the availability of resources on a multi-year basis. For instance, a future St. Lawrence Action Plan could serve as a basis for this.

The level of participation of departments and communities varies. Objectives recommended to the QFC cover a wide range of solutions:

- Help employees better understand the concept of sustainable community development
- Build communities' capacity to take charge
- Improve existing initiatives
- Adopt an approach focused on sustainable community development
- Develop pilot projects targeting a number of departments that would support SCD and/or an SCD approach

The outcome of initiatives will depend on the resources invested, the degree of cooperation between the federal government and communities, and communities' capacity to play a leadership role. The government will need to make multi-year investments to ensure long-term results; otherwise, sustainable development will not have been achieved. Only once the practices have been put in place will communities be able to have an impact on policy and program development as well.

CONSULTATION WITH COMMUNITY STAKEHOLDERS

STAKEHOLDERS	MISSION	LESSONS
Région laboratoire du développement durable (RLDD)	Promote the concept of Sustainable Development (SD) Involve the public in SD Foster and support concrete SD measures Ensure that these measures are evaluated and that results are shared	SD is first and foremost a community project that must involve as many sectors as possible It is difficult to be recognized as an organization given the many aspects of SD SD organizations are often perceived as environmental organizations Greater importance is given to economic development organizations It is difficult to obtain the necessary funding because federal and provincial programs are sector-specific and vertical, while organizations adopt a horizontal approach SD is deemed problematic because it requires initiatives to be assessed in a broader context The pertinence and feasibility of SD still needs to be demonstrated
Société de développement environnemental de Rosemont (SODER) (www.soder.qc.ca)	Design, develop and manage environmental projects in the areas of urban environment, environmental technology development and waste management	Non-profit organizations fear the creation of a new SD organization A sense of belonging to the community has to exist The term of funding programs (FPs) is always too short for SD FPs often target an overly specific group FPs require short-term results for long-term initiatives Operations are smoother when the people working for an SD organization live in the community in question Identifying issues and the measures to take is difficult Coordination and decision-making mechanisms are the means to an end Governments' sector-specific tendencies make it difficult to tie together all aspects of SD Funding priorities need to be defined by communities Acceptable leeway Government assessment of communities' capacity to achieve the specified results

STAKEHOLDERS	MISSION	LESSONS
Réseau québécois de Villes et Villages en santé (RQVVS) (www.rqvvs.qc.ca)	This is a voluntary initiative concerning the very health of communities We want to be able to live in a healthy environment, have access to services, raise our children, live in safety, be happy, work and strengthen the social fabric	It is important that the initiative concerning health be voluntary The health initiative will be more effective in bedroom communities (more relaxed social fabric) It will be more effective without direct appeals The initiative has to be implemented by an existing cross-sectoral committee An overview needs to be prepared, priorities need to be set and action needs to be taken Each project assesses teenagers, seniors, poverty and job development Autonomy and self-funding are sought The network's structure must be determined by its members The initiative needs to be focused on the municipal government, i.e. the level of accountability closest to the community
First Nations' Initiatives Interim Committee of the First Nations Sustainable Development Institute	This is an important initiative under the SD strategy of the Assembly of First Nations of Quebec and Labrador	It is difficult for some communities to develop the capacity to properly incorporate and implement their overall development vision
Canadian Rural Partnership (CRP) Federal Interdepartmental Committee in Quebec: *Rural Team Quebec* (www.rural.gc.ca)	Disseminate information from the Government of Canada to people in rural areas Ensure that departments work together in a horizontal approach, communicate with one another, forge partnerships and undertake activities together	There is no magic formula for approaching and attracting citizens It is important to be present in the community Specific projects and common objectives are essential Disseminating science and knowledge is not enough The future of this initiative is unknown, as there is no specific operating budget allocated to it

STAKEHOLDERS	MISSION	LESSONS
Haut-Saint-Laurent ZIP Committee (www.rocler.qc.ca/ziphsl/index.htm)	Promote better knowledge of the St. Lawrence River environment with a view to favour the achievement of local initiatives for the protection, restoration, conservation and enhancement of the uses of the river's resources from an SD perspective	Attending public meetings makes people aware of what has been accomplished and moves issues forward Groups formed following public consultations are a step ahead of the others Small businesses are the most difficult to attract, as they feel less affected Municipalities are the most reticent, as they are too focused on their own issues Continuous leadership is essential for ensuring an influx of energy We must approach economic players, not vice versa SD integration is achieved over time Attention needs to be drawn to projects in the field that have an economic impact; the Committee must be focused on the region's development Better knowledge of federal departments would make the Committee more effective
Canada's Model Forest Program (www.modelforest.net)	Devote efforts to the sustainable development of Canada's forests	There is a gap between the application of the principle and the commitment of partners There is a common objective: the success of partnerships There may be many internal and external challenges The presence of Aboriginal people might help promote respect and equality Scientific and technological contributions are useful in decision-making about complex issues Although overall challenges are the same, the solutions are different for each model forest (local and regional) Traditional knowledge and local communities play an important role in the management of model forests

STAKEHOLDERS	MISSION	LESSONS
Network of CFDCs in Quebec (www.reseau-sadc.qc.ca)	Contribute to the development of their communities through leadership, coordination and the creation of jobs and businesses	The Board of Directors has to integrate the various sectors The vision needs to be comprehensive and inclusive Follow-up offered to businesses is crucial Stakeholders need to demonstrate their commitment and professionalism Profits may be made through investing in communities It is important to establish a working relationship with the provincial government The public's degree of acceptance is proportional to the degree of accuracy and quality of the community assessment Joint action is the first condition for working with communities Financial assistance is required Regional rural tables seem to be successful in playing the antiestablishment card The federal government has to coordinate its work with small initiatives Leadership needs to be developed to ensure proper mobilization
Community Action Program for Children (CAPC) **Canada Prenatal Nutrition Program** (CPNP) **Health Canada** http://www.phac-aspc.gc.ca/dca-dea/programs-mes/capc_main_e.html	**CAPC:** Allocate funding to community groups and ensure the availability of services likely to meet needs concerning the development of children under the age of 7 **CPNP:** Provide resources enabling community groups to provide assistance in different areas, such as nutrition, knowledge and education, social support and access to services	A program under which funding is offered brings us closer to the public and ensures an extended presence When initiatives are almost exclusively delivered by provincial institutions, the federal government's participation is not emphasized Renewable funding ensures the continuity of initiatives taken by communities The lack of a budget for wage indexation and training is a problem in the long term Sectoral management by governments might hinder community mobilization Leadership is crucial

INDICATORS RELATED TO SUSTAINABLE COMMUNITY DEVELOPMENT

ENVIRONMENTAL ASPECTS

Air quality

- Ambient levels above pollutant standards

Climate change

- GHG emissions per 1,000 inhabitants

Energy

- Consumption of fossil fuels per 1,000 inhabitants
- Overall energy consumption per 1,000 inhabitants or per community
- Percentage of residences heated with an efficient, non-polluting wood-burning stove

Water

- Concentrations of certain pollutants in water
- Frequency or number of days per year when a boil-water advisory is in effect
- Percentage of the population whose wastewater is treated
- Water consumption per inhabitant (residential meter per dwelling, municipality total)
- Efficiency of the water treatment process and facilities

Habitat

- Areas of protected habitat
- % of natural/naturalized shoreline
- Forest opportunities and annual wood allocations
- Area of green space per inhabitant

Contaminated sites

- Number and area of contaminated and restored sites and the ratio between them

Solid waste

- Mass of discarded waste per inhabitant
- Volume or mass of materials recycled per inhabitant

Emergencies

- Proportion of municipalities with an up-to-date contingency plan
- Proportion of citizens prepared for a disaster

ECONOMICAL ASPECTS

Employment

- Unemployment or employment rate
- Unionization rate of private sector workers
- Concentration of manufacturing jobs (size of industry)

Income

- Average income
- Number or percentage of income security recipients
- Number or percentage of households under the low-income cut-off
- Family income level versus cost of living
- Percentage of families spending +30% of their income on housing
- Family savings/debt ratios

Business

- Number of bankruptcies and new businesses per 1,000 inhabitants
- Businesses' innovation capacity
- Variation of the type of businesses
- Production sectors (percentage of primary, secondary, tertiary)
- Proportion of purchases made by people within their residential municipality

Public sector

- Public investment in infrastructure
- Level of public debt

Other

- Dependence rate
- Area of the territory consisting of streets, roads and alleys per 1,000 inhabitants
- Length of sewer lines and waterworks per 1,000 inhabitants

SOCIAL AND HUMAN HEALTH ASPECTS

Safety

- Number of crimes against the person per 1,000 inhabitants
- Accident rate
- Number of emergency response requests

Education

- Average level of schooling
- Literacy rate
- High school completion rate

Governance

- Voter turnout rates in municipal, provincial and national elections
- Number of volunteer hours
- Percentage of women elected to municipal councils

Health care and social services

- Life expectancy in good health
- Hospital admissions attributable to poor air quality
- Number of low-birth-weight babies
- Suicide rate
- Proportion of the population that is physically active
- Proportion of the population with a low incidence of psychological distress
- Public library use
- Number or percentage of single-parent families
- Number of children placed under the care of the state
- Number of homeless people

Housing

- Availability of various types of housing
- Number of families living in a dwelling needing major repairs or that is too small for the number of people living there

ENVIRONMENTAL ASPECTS	ECONOMICAL ASPECTS	SOCIAL AND HUMAN HEALTH ASPECTS
Noise • Ambient noise level **Transportation** • Means of transportation used to commute to work (percentage of each: driver/car, passenger/car, public transit, biking, walking, other) • Average number of vehicles per inhabitant • Median or average distance between workplaces and residences • Percentage of people who work less than 5 km from their residences • Use of public transit **Risks and poisons** • Amount of pesticides sold for horticultural/agricultural use per 1,000 inhabitants • Proportion of crops sown with GMO seeds		**Demography** • Net migration (departures/arrivals) • Population growth rate **Other** • Rural areas' transformation into urban areas (surface area) • Percentage of households with a vegetable garden • Variety of agricultural products grown in the area • Length of walking and bicycle paths • Number of cultural sector jobs (including artists) • Heritage and architectural integration in municipalities

Indian and Northern Affairs Canada (INAC)
Allow for the active involvement of First Nations and Inuit communities, Northern inhabitants, opinion leaders and territorial governments in establishing departmental initiatives related to climate change.

Improve nutrition and health in isolated Northern communities.

Carry out comprehensive community planning:
- Develop a guide on comprehensive community planning or on the SDS for communities and make it accessible to everyone.
- Implement a comprehensive sustainable development method or strategy at INAC addressing communities or community planning.
- Develop a guide on federal programs and services that could be useful to communities in developing comprehensive community plans or an SDS for communities.

Agriculture and Agri-Food Canada (AAC)
Reduce risks related to pest control.

Encourage a dialogue on agri-environmental issues with the public.

Human Resources Development Canada (HRDC)
In conjunction with the departments concerned, takes part in collective initiatives for promoting and supporting a better coordinated federal approach to promote sustainable communities (SCs) and study related issues.

Examines the possibilities of bridging the gaps between HRDC tools and initiatives for community capacity building and the various interdepartmental initiatives related to sustainable communities.

As part of HRDC community capacity building initiatives, bridges the gap between the capacity building process and an integrated approach to SD at the community level.

Environment Canada (EC)
EC understands the visions, needs and interests of communities and the obstacles to adopt practices that are more sustainable.
- Implements mechanisms and strategies to ensure that the interested parties, partners and other stakeholders regularly have the opportunity to share their ideas, concerns and viewpoints on sustainable community development issues.
- Increases Aboriginals' participation in migratory bird management and other conservation initiatives.

Capacity building tools are accessible to communities:
- Improves community access to scientific EC data that are "usable" and that meet the community's needs.
- Provides support for the environmental education and training of Aboriginal youth, beginning in 2001.
- Develops young people's ability to contribute to policy-making and support environmental initiatives by supporting youth groups.
- Supports INAC in the implementation of the Environmental Capacity Development Initiative in 2001 to build the capacity of First Nations, Innu and Inuit communities for environmental management and strengthen partnerships.

EC ecosystem programs and initiatives reflect a greater commitment to sustainable communities.
- Strengthens ecosystem initiatives to offer more effective delivery mechanisms for sustainable communities by integrating social, economical and environmental SD aspects into program objectives and implementation.

Federal programs are better integrated at the community level to optimize their impact in the achievement of environmental, social and economical objectives.

- Together with partners, develop and implement a federal sustainable community framework.
- Together with partners, assess the feasibility of applying a sustainable community approach to pilot projects and have federal advice serve as a catalyst, when needed.
- Develop and implement Government On-Line projects to support the delivery of sustainable community initiatives and related federal programs.

Justice Canada (JC)

Promotes sustainable development principles through sustainable community initiatives on Cape Breton and in the Annapolis Valley.

As part of crime prevention, conducts activities promoting sustainable development principles.

Contributes to interdepartmental research on the relationship between social cohesion and sustainable development.

Parks Canada (PC)

Makes communities living in national parks models for sustainable communities.

Fisheries and Oceans Canada (DFO)

New forms of shared governance:

- Cooperative and integrated approaches to manage and use marine and freshwater resources
- Ongoing participation with groups working on establishing sustainable communities.

Natural Resources Canada (NRCan)

Prepares and disseminates information for community capacity building.

Builds the capacity of Aboriginal people and communities to manage natural resources.

Allows communities to choose their own options and futures with respect to energy.

Health Canada (HC)

Agrees to support initiatives for achieving healthy, sustainable communities:

- Supports projects, research and initiatives for building communities' capacity to take action with respect to healthcare and the creation of healthy environments.
- Supports and improves the Community Action Program for Children (CAPC) and Canada Prenatal Nutrition Program (CPNP).

Agrees to reduce inequalities in healthcare matters by addressing determinants of health and sustainable development.

- Builds the capacity of First Nations and Inuit communities in delivering community home care and healthcare services.

Agrees to make links between healthcare needs that occur throughout life and sustainable development.

- Creates and supports community capacity and tools needed for the healthy development of children, young people and their families.

Solicitor General of Canada

Examines how the Department views the social aspect of sustainable development, especially at the community level, and how it contributes to sustainable development.

In conjunction with the provinces and First Nations, develops a national and regional standardization approach to help First Nations police departments provide standardized service in its communities.

Develops and conducts a five-year study to evaluate the level of satisfaction of First Nations in Quebec with respect to its police departments.

Overview of What is Being Done in Other Regions Across Canada [1]

Newfoundland

There does not seem to be any initiatives aimed specifically at sustainable community development. However, the province is cooperating with communities and the federal government on regional development issues.

New Brunswick

Work by the Canadian Rural Partnership (CRP) and the Acadian communities is being done in collaboration with the communities. The CRP is also slowly increasing its collaboration with the New Brunswick Federal Council and more targeted initiatives are under way, for example the Bouctouche Bay Ecotourism Project, a sustainable development initiative in which communities, governments and the private sector are involved (www.ecotourismnb.com).

Nova Scotia

Some 35 federal and provincial departments are collaborating on sustainable community development initiatives centred on two pilot regions, one being the Annapolis River basin, southwest of the peninsula, and the other the Bras d'Or Lakes on Cape Breton Island. Work on the project began in 1997 at the federal level, after which time the provincial government was included. The selected communities are now also part of the process and federal and provincial representatives are working with them. Community representatives serve as a link between governments and communities. There are no formal agreements between the provincial and federal governments, since this initiative was intended to change the mode of governance and the relations between governments and communities. Ties have been established with the selected communities without preconceived ideas about the needs that will be expressed or the actions that will be taken to address those needs.

This initiative is supported and backed by Nova Scotia's senior federal and provincial officials' forum. Provincial deputy ministers represent the province, while members of the Federal Economic Coordinating Development Committee for the Nova Scotia Federal Council represent the federal government. (http://nsaccess.ns.ca/sci/)

Prince Edward Island

GovInfo is a Web site that provides information on the services offered by the various levels of government. (www.gov.pe.ca/govinfo/)

Due to PEI's demographics and population distribution, collaboration between the federal and provincial governments has remained solid although there is currently no broad initiative for sustainable community development under way. However, with the goal of keeping communities healthy, provincial government community development officers from are helping communities that want to establish development plans centred on health, environment, education and economic. The community development fund is supporting these initiatives and the CRP also wants to participate.

[1] information obtained in 2001

Ontario
Some 10 Federal departments, in collaboration with the Canadian Rural Partnership, Northern Ontario Region, whose priorities include promoting sustainable community development, have consulted the small community of Chapleau in order to identify its needs. They are now trying to determine how to prioritize those needs according to departmental resources available in collaboration with other departments of the federal, provincial government, etc.

Comparably, at an Ontario Federal Council meeting, Environment Canada's Regional Director General assessed Council members' willingness to participate in sustainable community development work.

Manitoba
Since late 1999, Health Canada, Environment Canada, the CRP and the Manitoba Department of Intergovernmental Affairs have been working together on a community collaboration project as part of HC and EC's Community Animation Program. Three regions have been involved with the aim of provoking thought and exploring multi-community cooperation models and multi-agency models that would help develop appropriate regional development mechanisms for each community.

Moreover, since 1990-1991, Rural Development's Community Choices Program has helped Manitobans analyse their communities and make decisions on how to best manage resources for the future. This program helps communities to achieve integrated planning, to take strategic measures and to achieve their goals.

The program supports Round Table Discussions (RTDs) made up of council representatives and those from local organizations. The RTDs integrate planning for social, economical and environmental issues. Each RTD adopts a vision and strategy that takes into consideration both the citizen's and the community's priorities.

Saskatchewan
A provincial committee called Action Community on the Rural Economy has adopted a community-based approach. On the federal side, the CRP recently held consultations with the communities to develop a strategy tailored to the needs and interests of the province's citizens.

British Columbia
The Georgia Basin Ecosystem Initiative (GBEI) includes a component called "Sustainable Communities" intended to create healthy and dynamic communities that understand and respect the ecosystem's integrity. The partners (EC, DFO and two provincial departments) will back community initiatives that are among the GBEI's priorities that aim to protect the ecosystem and encourage sustainability. By providing the necessary tools and knowledge, the partners will help improve the decision-making process in the basin by ensuring that the ecosystem as a whole is taken into consideration.

The partners, the communities, universities and both federal and provincial programs and departments, including the CRP, are working together to develop regional sustainable development indicators. Another model to come is the Quite Useful Ecosystem Scenario Tool. QUEST is an interactive informative tool that will allow decision-makers and the general public to evaluate the social, economical and environmental repercussions of their decisions on lifestyle issues.

Alberta (information not obtained)
Yukon (information not obtained)
Northwest Territories (information not obtained)
Nunavut (information not obtained)

Examples of Past or Ongoing Initiatives Targeting Communities

Initiative Program	Characteristics of the Federal Approach	Participation of Provinces and Municipalities	Characteristics of Community Stakeholders	Issues	Key Factors	Evaluation
Nova Scotia Sustainable Communities Initiative	Coordination of action taken by all levels of government, combined with an inclusive cooperative approach adopted by communities in order to identify issues, set priorities and take action.	The provincial and federal governments are truly partners. There is direct cooperation with the two selected communities.	To be determined, but contacts will be made and the work will be done only with federal and provincial stakeholders that are present in the communities.	Supporting sustainable communities through an approach focused on cooperation, incorporating social, cultural, economical and environmental policy and programs. Developing and implementing a new way of working horizontally. Forging partnerships between communities and government.	Federal stakeholders have taken the time to agree on matters before including their provincial counterparts. Federal and Provincial stakeholders have taken the time to agree on matters before including communities. The work has to be done solely with federal and provincial stakeholders that are already present in communities.	Slow process. It is difficult to know what will be expected of governments and how governments will respond.
Gaspé Interdepartmental Team	Share a long-term, structured vision for sustainable development. Forge partnerships with communities. Emphasize the benefits of the federal approach through consistent, harmonized interdepartmental action.		The willingness to work with CFDCs, the CRCD and other local organizations. Use of an advisory committee made up of CFDC representatives and regional leaders. Local assistance for managing corporations (Corp. industrialo-portuaires de Gaspé, Fonds immobilier gaspésien, etc.).	Solve structural problems faced by Gaspé residents for a number of years now, acknowledging that measures taken by governments have not helped to reduce poverty in the region. Recognize the province's resolve to take a separate stance. Contest the fact that decisions concerning the Gaspé are not made there.	Politics will exist. Renewal period of federal SDSs. Community's resolve to be involved and take charge. Work begun in the region.	Need to deliver results quickly (political and chronic needs) versus the need to take the time to restore local confidence and establish interdepartmental links. Will funding be available in the future?

Examples of Past or Ongoing Initiatives Targeting Communities

Initiative Program	aCharacteristics of the Federal Approach	Participation of Provinces and Municipalities	Characteristics of Community Stakeholders	Issues	Key Factors	Evaluation
Areas of Prime Concern (ZIPs)	Offer integrated assessments and funding for stakeholders in each area so that they can determine which measures should be taken and implement them.	Province: equal partner of the federal government. Municipalities are involved as are stakeholders, but not fully involved.	Environmental groups have joined forces to establish Stratégies Saint-Laurent (SSL); SSL oversees the creation and coordination of ZIP (Area of Prime Concern) committees, which are autonomous, and facilitates communication and discussions between and with them; industry and socio-economic groups are becoming involved gradually.	Give local stakeholders the means to take action with respect to the ecological rehabilitation of areas of prime concern along the St. Lawrence River based on government findings. Enable stakeholders to make informed decisions.	From the outset, theprogram has been based on ZIP committee partnerships and autonomy and on the development of a strategic local initiative approach. The formation of ZIP committees is voluntary. The roles of stakeholders are clearly defined and the framework for action is flexible and adaptable. Action plan priorities are identified through consultations with the public; priorities are implemented through joint action and partnerships with locals.	Socio-economic and municipal stakeholders need to be included in order to address complex issues. The areas do not correspond to an ecosystem or socio-economic situation; areas need to be integrated in order to take St. Lawrence-related or regional problems into account.

Examples of Past or Ongoing Initiatives Targeting Communities

Initiative Program	Characteristics of the Federal Approach	Participation of Provinces and Municipalities	Characteristics of Community Stakeholders	Issues	Key Factors	Evaluation
The Atlantic Groundfish Strategy (TAGS) (completed initiative)	Parallel, interdepartmental programs, some of which are carried out in conjunction with provincial governments and the communities concerned.	Lack of information.	Junior college, regional development organization, unions, local business groups and other community organizations. Local organizations encourage clients to accept change. Community partners appreciate the flexibility of programs tailored to their situations, needs and local projects.	Offer measures for income support and adjustment services through active employment adjustment strategies, measures for reducing capacity and economic development activities. The economic, sustainable and environmental restructuring of an industry by facilitating the economic development of communities affected by the groundfish moratorium.	Age and level of schooling (problem and key factors). The participation of the community and local partnerships play an important role (problem and key factors). The change concerns the family and household (problem and key factors).	Budget cuts and other problems at the time of implementation; more requests than originally expected; difficulties in managing data and in internal and external communications; TAGS initiatives were cut short halfway, except for income support measures. Act quickly. Some programs were too restrictive. Lack of community collaboration in decision-making.

Examples of Past or Ongoing Initiatives Targeting Communities

Initiative Program	Characteristics of the Federal Approach	Participation of Provinces and Municipalities	Characteristics of Community Stakeholders	Issues	Key Factors	Evaluation
Saguenay-St. Lawrence Marine Park	Respect for the jurisdictions of the two levels of government (federal and provincial). Responsibilities of many levels of government. Innovative management framework based on cooperation between governments and local organizations.	The provincial government is a partner of the federal government. A nine-member coordination committee was formed to support management activities. Advisory boards assist the Coordination Committee in matters requiring technical support.	In addition to the MRCs and the Montagnais Essipit Band Council, representatives of the scientific community, groups committed to the conservation and preservation of resources and education related to the natural environment all serve on the Coordination Committee and/or various advisory boards.	Improve protection and enhancement of a portion of the St. Lawrence Estuary and the fjord for current and future generations. Promote integrated management based on ecosystems and national resources with a view to protecting the park's marine ecosystems and underwater landscape. Marine park management has to focus on improving approaches related to consumptive and non-consumptive activities. Educational program for raising public awareness of each person's role in the protection of ecosystems.	Respect for the jurisdictions and responsibilities of stakeholders. Working together with local partners and other levels of government. The awareness-raising of marine park visitors and users serves a purpose. The integration of the projects and initiatives of government organizations and local communities is in line with marine park objectives. Decisions that are made collectively are usually easier to implement.	Slow process. Obligation to obtain a consensus in decision-making, which can take time. Project coordination: a lot of time is needed. It is essential that partners make their workers available for collaborative projects.

Federal Initiatives for Communities in Quebec

Program Name and Description	Target community	Social Objective	Economic Objective	Environmental Objective	Participating Department(s)
Community Futures Program	The 54 rural communities in Quebec, designated under the CFP (list at: http://ciril.qc.ca/repertoire/)	Getting communities involved in taking charge of their future. The CFDC's mandate covers coordination, strategic planning of its community, local economic leadership, awareness-raising and assistance for local initiatives.	Promote sustainable job creation, retention and development by offering services to businesses, such as technical assistance, access to funding and support for young entrepreneurs.	Awareness of environmental concerns.	CED
Ecosystem Management	Communities surrounding national parks and the Saguenay-St. Lawrence Marine Park.	Awareness of maintaining the ecological integrity of national parks, ecosystem conservation, the preservation of regional biodiversity, and sustainable development.	Favour the sustainable use of ecosystems on which economic development depends.	Develop a partnership for understanding (research) and managing (common objectives) ecosystems.	PC Federal departments Provincial departments
Population Health Fund (PHF) The purpose of this program is to improve communities' preparedness with respect to the determinants of health and the relationship between these determinants. The PHF also supports the concept of sustainable development, in terms of ensuring the health of current generations without sacrificing the health and well-being of future generations (based on an excerpt from the Guide for Applicants, April 1999, p. 1)	Who is eligible for funding? 1) Canadian volunteer not-for-profit organizations 2) Eduational establishments Targeted communities are generally vulnerable with respect to health.	Many projects funded under the PHF (for a maximum of three years) concern social community development. For instance, the development of new food safety practices requires the involvement of clients targeted by the projects.	Project development is increasingly oriented toward cross-sectoral cooperation, notably with the economic sector. For instance, some projects are related to development of the social economy or call on economic partners such as chambers of commerce.	Some specific projects are related to environmental health. For example, a series of meetings with young people were held to raise their awareness of protecting the ozone layer, and a pamphlet was produced for the general public explaining car pollution's effect on health.	Forging new, cross-sectoral partnerships is one of the three PHF objectives. Here is a non-exhaustive list of the main partners to date: JC HRDC PC EC And many provincial counterparts, including the MSSS, MEQ and MAPAQ.

Federal Initiatives for Communities in Quebec

Program Name and Description	Target community	Social Objective	Economic Objective	Environmental Objective	Participating Department(s)
Community Animation Program, jointly funded by HC and EC, was regionally decentralized in 1994. It has two national objectives: 1) contribute to the sustainable development of viable Canadian communities by building community capacity for dealing with health and environmental issues. 2) Providing better health care and environmental services to communities by coordinating the efforts of federal departments, provincial and muncipal governments, associations and NGOs.	Consists of the following components: **Solicitation** of leadership, training or information projects to illustrate the links between human health and the environment. **Mobilization** of various partners for environmental health. **Training** for multipliers on environmental health. **Dissemination** of concrete measures taken by communities.	Participation of targeted communities from a capacity building perspective.	In cooperation with other partners, to be developed from a sustainable development perspective.	Impact of the physical environment (water, air, soil, built or natural environment) on the health of locals.	Joint funding by HC and EC $100,000 each/year, renewable every three years. Cooperation of other partners from all areas and decision-making levels shown in the inventory of activities supported to date. *List available on request
First Nations Forestry Program (FNFP)	Aboriginal communities (20)		Build First Nations' capacity to run forestry businesses. Improve cooperation between First Nations and forge partnerships with the forestry industry.	Build First Nations' capacity to manage forests on reserves in accordance with sustainable development principles.	NRCan INAC
Sustainable Communities Initiative (SCI)	Canada's Aboriginal, rural and northern communities	Facilitate Canadians' access to information, tools and geographic services on the Internet.	Partly finance the acquisition or upgrading of computer equipment and software that communities need for geospatial work, the Internet and the rationale for decisions. Facilitate the forging of partnerships.		NRCan IC EC AAFC DFO INAC HRDC HC Statistics Canada Provincial departments Territorial governments

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Program Name and Description	Target community	Social Objective	Economic Objective	Environmental Objective	Participating Department(s)
Renewable Energy for Remote Communities Program (RERCP)	Remote communities		Help develop and carry out profitable, viable projects for the exploitation of renewable energy. Favour the renewable energy industry's penetration in major Canadian markets. Reduce energy production costs for remote communities.	Facilitate research and the implementation of autonomous and semi-autonomous systems using renewable, non-polluting sources of energy.	NRCan (energy sector) Other federal departments
National Marine Policy **National Airports Policy** **Airport Capital Assistance Program**	Regions	Access to remote regions. Community involvement in developing their economic tools. Management of transportation facilities by communities.	Develop transportation infrastructure. Develop the regions. Increase the financial autonomy of regions.	Better use of land and facilities. Longer useful life of facilities.	TC

Federal Initiatives for Communities in Quebec

Program Name and Description	Target community	Social Objective / Economic Objective	Environmental Objective	Participating Department(s)
Community capacity building **Newport project**	Community of Newport	Raise awareness of the urgency of communities taking charge of their future following the Atlantic groundfish moratorium. Lead people to adopt Atlantic Fishery Restructuring and Adjustment Measures (AFRAM). Favour the development of projects that could be funded under the programming of various socio-economic stakeholders (e.g. CFDC, CED, LDC). Implemented projects include an agricultural initiative, museum and handicraft project and textile project.		
An amalgamation of two programs: **Canada Jobs Fund (information component)** **and** **Community Access Program (CAP)** Ambassador project - Jonquière HRCC	Saguenay-Lac St. Jean region	**Employer component** As part of Employers Online, the project is intended to promote employers and make various types of information available to help them make decisions in matters related to human resources, markets to be tapped and products to be developed. Develop maps indexing industrial sectors and their regional concentration for the Atlas électronique du Saguenay-Lac-Saint-Jean (multimedia Internet product) in conjunction with the University of Quebec at Chicoutimi. Develop an Internet product entitled "Portrait du Territoire" [area overview] for employers and investors. **Citizen component** Develop the concept of assisted services for citizens. Increase people's interest in the Internet and hold information sessions related to citizens' needs at HRCCs and Community Access Centres in the Saguenay-Lac St. Jean region.		

Federal Initiatives for Communities in Quebec

Program Name and Description	Target community	Social Objective	Economic Objective	Environmental Objective	Participating Department(s)
HRDC's obligations under section 41 of the *Official Languages Act* **Initiatives resulting from the memorandum of understanding between HRDC and The Quebec Community Groups Network**	Quebec's English-speaking community	Help official language minority communities build their capacity, strengthen their economic development and promote their labour force **Secondary objectives** Raise awareness of HRDC's roles and activities. Improve service delivery and information dissemination in English. Develop a strategic human development plan for English-speaking minority communities.			
Canada's Aboriginal Action Plan **Contribution agreement between HRDC and the Assembly of First Nations of Quebec and Labrador**	Assembly of First Nations of Quebec and Labrador (AFNQL)	Support First Nations' human resources development: Assistance and advice - Labour market information, professional resources, and research and development. Training and professional development - Occupational training, general training and on-the-job training. Employability - Job creation initiatives and assistance for self-employed workers.			
Canada's Aboriginal Action Plan **Contribution agreement between HRDC and the Kativik Regional Government**	Kativik Regional Government (KRG)	Improve people's employability. Facilitate young people's future integration in the labour market. Support the creation of local jobs. Help communities develop and implement measures likely to solve local labour market problems. Encourage employers to take responsibility for changing labour market needs with respect to skilled labour.			

Federal Initiatives for Communities in Quebec

Program Name and Description	Target community	Social Objective	Economic Objective	Environmental Objective	Participating Department(s)
St. Lawrence Vision 2000 Action Plan The St. Lawrence Action Plan (SLAP) consists of sustained concerted effort and horizontal management by federal departments in Quebec to ensure the restoration and conservation of the St. Lawrence River. A component of SLAP concerns community involvement and includes the ZIP (Areas of Prime Concern) program. The program first and foremost seeks to promote better knowledge of the St. Lawrence environment with a view to encouraging local initiatives for the protection, restoration, conservation and enhancement of the uses of the river from a sustainable development perspective. It is based on the cooperation of riverside communities, local NGOs (forming ZIP committees) and government SLV 2000 partners.		Citizens and riverside communities assuming responsibility for the river. Citizen involvement. Concerted, participatory management by all stakeholders. New governance. Protection of human health. Maintaining quality of life. Recovery of uses of the St. Lawrence River. Sense of belonging and pride. Knowledge transfer. Having science fuel action. Raising public awareness and educating the public.	Ensure the sustainable development of the St. Lawrence. Realize the development potential of the St. Lawrence River. Help maintain economic sectors resulting from the exploitation of St. Lawrence resources. Technological development. Environment industry. Job creation. Funding programs with a leverage effect. Sustainable navigation.	Reduction in industrial discharge. Reduction in agricultural discharge. Reduction in municipal discharge. Protection of habitats and wetlands. Ensuring the survival of St. Lawrence resources. Protection of threatened species. Protection of vulnerable ecosystems and biodiversity. Habitat restoration. Shoreline protection. Taking environmental issues into account in development dynamics. Navigation practices mindful of ecosystems. Agricultural clean-up.	EC AAFC CED PC DFO HC TC PWGSC MAPAQ (QC) MENVQ (QC) MSSS (QC) TQ (QC)

Federal Initiatives for Communities in Quebec

Program Name and Description	Target community	Social Objective	Economic Objective	Environmental Objective	Participating Department(s)
The ZIP program has three major components: 1) Development of a regional environmental assessment 2) Public consultations on the assessment and identifying priority initiatives 3) Development and implementation of an Environmental Remedial Action Plan (ERAP). Eleven of the fourteen ZIP committees are ready to implement their ERAPs. The 14 ZIPs are not-for-profit organizations.					

Federal Initiatives for Communities in Quebec

Program Name and Description	Target community	Social Objective	Economic Objective	Environmental Objective	Participating Department(s)
Biosphère - ObservAction Network and Eco-Action Stations Environment Canada's **Biosphère** is devoted to a better understanding of the environment, water and ecosystems, specifically those of the St. Lawrence River and the Great Lakes. Its mission is to encourage people to protect water and use it wisely. The **ObservAction Network** consists of individuals, educational institutions, non-governmental organizations, municipalities and businesses involved in water and ecosystem conservation. More than 90 partners work in fields related to the St. Lawrence and the Great Lakes. Four specialized networks related to the Biosphère are the Freshwater Fish Ecowatch Network, Water Quality Network (including 85 riverside municipalities), Adopt a River network, and Marine Mammal Ecowatch Network. The **Eco-Action Stations** are organizations that disseminate information regionally and play a leadership role in their areas and in integrating and disseminating information.	Future Quebec City Eco-Action Station Lead organization: Comité de valorisation de la Rivière Beauport. Targeted communities: population in the Quebec City area (from St. Anne to Pont Rouge, north shore) and surrounding school populations taking part in the Adopt a River network. Trois Rivières Eco-Action Station Lead Organization: Corporation pour le développement de l'Ile St-Quentin Targeted community: population of the Greater Trois Rivières area, from Shawinigan to Batiscan, to Berthier.	Encourage communities to take action to protect their local rivers/streams and identify the broad environmental measures to be taken. Promote capacity building for taking charge of the environment. Provide appropriate information and expertise enabling the public to access resource centres. Develop public awareness and educational projects. Coordinate a project on biodiversity in the insular environment (Trois Rivières) for the general public.	Avoid costly initiatives related to clean-ups or environmental change. Favour the establishment of a regional resource centre. Promote partnerships. Apply green environmental protection techniques.	Incite the public to preserve its local rivers/streams and local environment within the context of sustainable development.	EC IC HC MENVQ (QC) PC MEQ (QC)

Federal Initiatives for Communities in Quebec

Program Name and Description	Target community	Social Objective	Economic Objective	Environmental Objective	Participating Department(s)
Canadian Rural Partnership **Rural Team Quebec (RTQ)**	Pilot regions: Abitibi/Témiscamingue Montérégie Eastern Townships Lower St. Lawrence Role of regional coordination committees: Develop an action plan tailored to the situation of the rural area targeted. Consult and involve all rural stakeholders in the region when preparing the plan. Mobilize all federal stakeholders in a given area. Define the regional committee's operating procedures. Obtain the evaluation tool, namely the rural community approach.	Overall objective of the CRP: Help improve the quality of life of Canadians in rural and remote areas and address rural development based on an effective interdepartmental coordination process. Specific RTQ objectives: Promote interdepartmental cooperation. Optimize the federal approach by harmonizing programs and services intended for rural communities. Improve rural communities' access to the programs and services of federal departments, agencies and corporations.			CED AAFC INAC CIO CFC HRDC EC IC JC PCH PC DFO Canada Post HC CFS-NRCan FCC Statistics Canada TC PWGSC Services Canada Other federal organizations CFDCs LDCs

Provincial Government Sustainable Development Projects/Programs

Urban Communities	Rural Communities	Cultural Communities
• Local Development Centre (LDC)	• Local Development Centre (LDC)	• Conseils de la culture [culture councils]
• Conférence administrative régionale (CAR) [Regional administrative conference]	• Conférence administrative régionale (CAR) [Regional administrative conference]	• Secrétariat aux affaires autochtones [Aboriginal affairs secretariat]
• Conseils régionaux de concertation et de développement (CRD) [regional coordination and development boards]	• Conseils régionaux de concertation et de développement (CRD) [regional coordination and development boards]	• Carrefours jeunesse-emploi [youth employment centres]
• Conseils régionaux de l'environnement (CRE) [regional environmental boards]	• Conseils régionaux de l'environnement (CRE) [regional environmental boards]	• Subventions aux centres de la petite enfance [subsidies for childcare centres]
• Secrétariat à l'action communautaire autonome du Québec (SACA) [Quebec secretariat for autonomous community action]	• Secrétariat à l'action communautaire autonome du Québec (SACA) [Quebec secretariat for autonomous community action]	• Conseil des Arts et des lettres du Québec [Quebec arts council]
• Sociétés locales d'investissement dans le développement de l'emploi (SOLIDE) [local job development investment corporations]	• Sociétés locales d'investissement dans le développement de l'emploi (SOLIDE) [local job development investment corporations]	
• Comité ministériel de la région de Montréal [departmental committee for the Montreal Area]	• Table Québec-régions (TQR) [Quebec City-regions round table]	
• Numerous financial assistance programs for science, technology and the new economy	• Stratégie de développement économique des régions ressources [economic development strategy for resource regions]	
• Numerous economic development programs	• Programme ConcertAction [ConcertAction program]	
• Programme pour le développement d'entreprises d'économie sociale [social economy business development program]	• Numerous financial assistance programs in agriculture, forestry, mining, fisheries, aquaculture, food, science, technologies and the new economy	
• Assistance for organizations involved in consumer protection, housing, the revitalization of older neighbourhoods and recreational activities	• Numerous economic development programs	
	• Specific programs and funding for the Gaspé/Magdalen Islands region	
	• Programme pour le développement d'entreprises d'économie sociale [social economy business development program]	
	• Assistance for organizations involved in consumer protection, housing, the revitalization of older neighbourhoods and recreational activities	

Draft Analysis Grid for Sustainable Development Projects/Programs

	Urban	Rural	Cultural	Aboriginal people	Children
Federal programs					
Provincial programs					
Federal priorities • Better quality of life • Strong, safe communities • Healthy environment • Innovative economy					
Action plan					